

CHAPTER 6: EXISTING SYSTEM REVIEW

A complete and healthy transportation system supports safe, convenient, and comfortable access and travel for all users within the MITW Reservation. Not only does a complete and healthy transportation system support its users, it supports the area land use and economic vitality. Transportation planning has a significant impact on the guided, predictable growth of an area. It can act as a catalyst for economic development as well as provide safe and efficient movement of people and goods. The complete transportation system is comprised of many components: roads, pedestrian paths, bicycle paths, transit systems, railroads, waterways, and airports. In a well-planned transportation system, all of these modes are acknowledged and specifically planned for.

An overview of the MITW transportation system is illustrated in **Exhibit 6-1**.

EXISTING SYSTEM

Road Network

The road network within the MITW Reservation boundaries are grouped into functional classes based on the intended service. The entire transportation network works together to move traffic from one point to another. Functional classification defines the flow of traffic through the transportation network by identifying the role a particular road plays. A transportation system is made up of urban or rural arterials, collectors and local roads. Arterials move high volumes of traffic through the system, while local roads connect to the various land uses. Collectors work to bring traffic from the local roads to the arterials. Arterials are further classified as principal or minor and collectors as major or minor. Principal refers to arterials that service the region like state or interstate highways and minor refers to arterials that service the corridor, that link cities and large towns. Major refers to collectors that move traffic from larger towns and special generators (schools, business parks, parks) to arterials and minor refers to collectors that move traffic from local roads and small generators to major collectors.



State Highway 47

Principal Arterials

Principal arterials serve interstate and inter-regional trips. These routes generally serve all urban areas with populations greater than 5,000. Rural principal arterials are further subdivided into 1) interstate highways and 2) other principal arterials. There are no principal arterials in the MITW Reservation.

Minor Arterials

In conjunction with the principal arterials, minor arterials serve other population centers and major traffic generators providing intra-regional and inter-area traffic movements. There are two minor arterials in MITW Reservation; STH 47 and STH 55.

STH 47/55, enters Menominee County/Reservation from the south (Shawano County) and continues north through the unincorporated community of Keshena. There is an Annual Average Daily Traffic (AADT) count of 6,200 south of Campus Drive in Keshena in 2005; no AADT count was taken at this location in 2009. The highest AADT count, 6,300 was recorded in 2009 and taken between Rabbit Ridge & Lyons Road in Keshena Falls, which was the only location to see a significant increase from 2005 (AADT count 6100).

STH 55 splits off of STH 47 northwest of Keshena and continues north into Langlade County. An AADT count of 790 was taken in 2009 south of CTH M East, which is slightly higher than 2005 (AADT count 670) and slightly lower than 2002 (AADT count 810). An AADT count of 740 was taken on STH 55 between CTH M East and CTH M West, which is similar to the 2002 AADT count of 740.

STH 47, after STH 55 brakes off, continues west to Shawano County and then into Langlade County. There was an AADT count of 2,000 taken two miles south of Menominee/Shawano County line. An AADT count of 1,800 was taken east of CTH M North in 2009, which was significantly lower than in the same location in year 2002 (AADT count 3,000). Further west on STH 47, 6 miles west of Neopit a AADT count of 650 was taken in 2009, which is slightly less than in 2002 (AADT count of 660).

AADT counts indicate that Keshena and Neopit are major destination points within the reservation. Most likely, people are traveling to Keshena for the Menominee Casino and/or the Legend Lake area. People are also going to Neopit for work.

AADT count data is displayed in **Table 6-1** and illustrated in **Exhibit 6-2**.

Table 6-1. MITW State Highway Traffic Counts (AADT)			
Location	2002	2005	2009
STH 47-55 Between Rabbit Ridge & Lyons Road in Keshena Falls	-	6,100	6,300
STH 47-55 South of Campus Drive in Keshena	-	6,200	-
STH 55 South of CTH M East	810	670	790
STH 55 Between CTH M East & CTH M West	740	-	740
STH 55 North of CTH M West	-	580	-
STH 47 East of CTH M North	3,000	2,900	1,800
STH 47 Between STH 55 North & CTH VV East	-	3,400	3,200
STH 47 6.0 Miles West of NEOPIT	660	-	650
STH 47 2.0 Miles South of MENOMINEE-SHAWNO County Line	2,700	-	2,000

Source: WisDOT 2002, 2005 and 2009 traffic count data: <http://www.dot.state.wi.us/travel/counts/menominee.htm>

Major Collectors

Major collectors provide service to moderate sized communities and other intra-area traffic generators. Major collectors often link those generators to nearby larger population centers or higher function routes. There are two major collectors in the MITW Reservation; CTH M and CTH VV.

CTH M provides for east/west travel route between Oconto County and Neopit. As indicated in **Exhibit 6-2**, AADT counts for this highway are from 2002 and 2009. An AADT count of 710 was taken East of STH 55 in 2002 and in 2009 the AADT count was 506. Another AADT count was taken north of Neopit; the 2002 AADT count was 510 and 2009 AADT count was 170. An AADT count of 390 was noted in 2002 and 340 in 2009 on CTH M East of CTH AA. In all case AADT counts have decreased from 2002 to 2009.

CTH VV runs in the southern portion of the MITW Reservation from STH 47/55 through the lake area to Oconto County. It provides access from the east (Cecil - via CTH R) and the west (Keshena) to the Legend Lake area. An AADT count was taken on CTH VV east of the intersection of STH 47/55; the AADT count in 2002 was 3,200 and in 2009 it was 2,500.

AADT count data is displayed in **Table 6-2** and illustrated in **Exhibit 6-2**.

In all cases for CTH M and CTH VV the AADT counts have decreased from 2002 to 2009.

Minor Collectors

Minor collectors gather traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road, whether major or minor. There is one minor collector in the MITW Reservation; CTH AA.

CTH AA is located in the South Branch area of the County/Reservation. It runs north from CTH M to Fredenberg Lake. North of Fredenberg Lake, it turns east into Oconto County, intersecting STH 32 in Breed. In 2002, an AADT count of 330 was noted north of CTH M and in 2009 an AADT of 200 was noted. The AADT for CTH AA is displayed in **Table 6-2**.

Table 6-2. MITW County Highway Traffic Counts (AADT)		
Location	2002	2009
CTH M East of STH 55	710	506
CTH M North of Neopit	510	170
CTH M East of CTH AA	390	340
CTH AA North of CTH M	330	200
CTH VV West of STH 47-55	570	480
CTH VV East of STH 47-55 in Keshena	3,200	2,500

Source: WisDOT 2002 and 2009 traffic count data: <http://www.dot.state.wi.us/travel/counts/menominee.htm>

Local Roads

Local roads provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local. These roads provide access to residential, recreational, commercial, and industrial uses within the area. WisDOT does not generally conduct official traffic counts for local function roads; however, most of them typically carry fewer than 200 vehicles per day. MITW Reservation has a significant amount of local function roads concentrated around the Legend Lake area to the east of Keshena.

The road network broken out by functional classification is illustrated in **Exhibit 6-2**.

TTP Inventory

Tribal Transportation Program (TTP) inventory is a system of roads consisting of nearly 33,000 miles of public roads and 940 bridges owned by the Bureau of Indian Affairs (BIA) and Tribal governments and over 61,000 miles of public roads owned by State and local governments and other entities. The TTP inventory is part of the TTP Program, established by MAP-21, which was signed into law by the President in 2012. The TTP Program addresses transportation needs of over 560 Indian Tribes and Alaska Native Villages by providing funds for planning, designing, construction, and maintenance activities. The program is jointly administered by the Federal Highway Administration's Office of Federal Lands Highway (FLH) and the Bureau of Indian Affairs (BIA) in accordance with a memorandum of understanding. The TTP inventory provides safe and adequate transportation and public access to, within, and through Indian reservations for Native Americans, visitors, and others, while contributing to the health and safety and economic development of Native American communities.¹

The MITW has 506 miles of TTP inventory roads that are eligible under the TTP Program for federal funding. The TTP inventory is used to develop the TTIP. All projects included in the TTIP are selected from the TTP inventory.

The TTP inventory is illustrated in **Exhibit 6-3**.

Truck Transportation

Two 65 foot Restricted Truck Routes (48 foot trailers no double bottoms) run through the MITW Reservation.

- STH 47 provides access from STH 29 at Shawano to Keshena, then diagonally northwest through Menominee County/Reservation to USH 45.
- STH 55 provides access from STH 29 at Shawano to Keshena and points north of Menominee County/Reservation.

¹ Federal Lands Highway Program (FLHP), Improving transportation to and within federal and tribal lands, 2009 - <http://www.fhwa.dot.gov/flh/>

Rail Passenger Service

Amtrak utilizes Canadian Pacific lines to provide passenger service. Although direct passenger service is not offered in Menominee County/Reservation, the State of Wisconsin is served by passenger stations in Milwaukee, Columbus, Portage, Wisconsin Dells, and Tomah. As the route passes through the state, it connects Chicago to the Twin Cities, and heads westward to conclude in Washington State.

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative (MWRRI) is a nine state cooperation started in 1996 to develop a 3,000 mile high-speed (up to 110 mph) passenger rails system that utilizes existing rail rights-of-way to connect rural, small urban, and major metropolitan areas. When this plan is fully implemented, passenger rail service will be dramatically increased and trip times significantly decreased. Chicago will serve as the hub of the system. About 90 percent of the Midwest's population will be within a one hour car ride to a Midwest Regional Rail System station and/or 30 minutes of a feeder bus station.²

The Midwest Regional Rail System, with Chicago as its hub, will provide intercity passenger rail and serve 90 percent of the 60.3 million people living in its nine-state region. This means that the system has the potential to carry nearly as much traffic as regional air travel. Ticket prices competitive with airfare should generate revenue levels that outpace operating costs after the plan's ramp-up period. Service will be safe, reliable and convenient. Modern trains traveling at up to 110 mph will provide up to 10 daily round trips in most corridors. When fully implemented, the system is expected to carry an estimated 13.6 million passengers annually and reach areas previously untouched by passenger rail service. Downtown-to-downtown connectivity between major urban centers will provide convenient access to employment, business and tourist centers.

Wisconsin completed its environmental assessment and preliminary engineering work for 110 mph service in the Milwaukee-Madison corridor and the FRA has issued a "Finding of No Significant Impact" (FONSI). The state is rehabilitating the Milwaukee Amtrak Station, funded with \$2.6 million from the Federal Transit Administration, state matching funds and \$1.4 million in private equity, and has just opened a new \$6.8 million passenger rail station at General Mitchell International Airport in Milwaukee. Also, the state and Canadian Railway Pacific completed a \$2 million positive train control study.³

While the railway would not cross MITW Reservation, it would provide a regional opportunity for travel in the Midwest. When the high-speed service is available, the MITW should consider transit services to connect Tribal citizens to rail hubs to further connect them to the Midwest.

Water Transportation

While there are no commercial ports in Menominee County/Reservation, water is an important recreational feature of the area. The nearest commercial port is located in Green Bay,

² <http://www.miprc.org/Advocacy/MidwestRegionalRailInitiative/tabid/88/Default.aspx> 3/19/12

³ http://www.miprc.org/Portals/0/pdfs/Midwest_final.pdf 3/19/12

approximately 65 miles away. Passenger ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan.

Lakes and Rivers

Many significant lakes and Rivers can be found within the MITW area. Not all lakes, rivers and streams within the reservation are open to the public. Areas on trust lands are not open to the public.

The majority of the lakes within the Menominee Reservation are natural and of glacial origin. Lakes can be described as drainage, seepage, spring, or drained. The majority of lakes within the Menominee Reservation are classified as seepage lakes. The second most common type of lake in the Menominee Reservation is drainage lakes. The Menominee Reservation has a few spring lakes and one drained lake.

The most prominent rivers within the Menominee Reservation include the Wolf River and the West Branch Wolf River.

- The Wolf River stretches across the Menominee Reservation, originating within the Nicolet National Forest near Crandon (Forest County). A vast portion of the Wolf River's shoreline remains in its natural state. In 1968, the Wolf River was designated as a National Wild and Scenic River. The designated portion of the river runs 24 miles south, from the northern reservation boundary to Keshena Falls. This section of the Wolf River is noted as one of the most scenic and rugged rivers in the Midwest. Water quality (Wolf River) in this section of river is considered very high, however major water quality concerns have been raised since the late 1990s due to a proposed metallic mine at the rivers headwaters near Crandon, Wisconsin.
- The West Branch Wolf River extends 29 miles, flowing to the southeast through the central portion of the Menominee Reservation. The vast majority of lands encompassing the West Branch Wolf River and all of its tributaries are forested and considered wild.

The following is a list of boat launches within the MITW Reservation:

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|--------------------------------------|-------------------------------------|
| • Lower Bass Lake Boat launch | • Pine Lake Boat Launch |
| • Burney Lake Boat Launch | • Round Lake Boat Launch |
| • Burney Lake Boat Launch | • Sand Lake Boat Launch |
| • Cott Lake Boat Launch | • Sand Lake Boat Launch |
| • Hazel/Crowell Lake Boat Launch | • Little Sand Lake Boat Launch |
| • Lake Elma Boat Launch | • Little Sand Lake Boat Launch |
| • Fredenberg Lake Boat Launch | • St Joseph Church Lake Boat Launch |
| • Keshena Lake Boat Launch | • Stoney Lake Boat Launch |
| • La Belle Lake Boat Launch | • Vejo Lake Boat Launch |
| • LaMotte Lake Boat Launch | • Waukau Lake Boat Launch |
| • McCall Lake Boat Launch | • Rainbow Pond Public Boat Launch |
| • Lower McCall Lake Boat Launch | • Long Lake Boat Landing & Beach |
| • Moshawquett Lake North Boat Launch | • Legend Lake Public Boat Launch |
| • Perch Lake Boat Launching | • Legend Lake Boat Launch |

- Perch Lake Canoe Launch
- Silver Canoe Boat Launch

Lake and boat launch locations can be found in **Exhibit 6-4**.

Air Transportation

Menominee Reservation is served by airports outside of the County. Outagamie County (Greenville, WI), Austin Straubel International (Green Bay, WI), and Central Wisconsin (Mosinee, WI) provide the nearest regional services. These airports are regional facilities offering scheduled passenger air service, charter air service, and air freight express services. General Mitchell International Airport in Milwaukee, WI provides the most numerous passenger service options and non-stop flights, but is also the furthest away at approximately 170 miles (**Table 6-3**).

Table 6-3. Airport Activity	
Airport	Distance from MITW Reservation
Shawano Municipal Airport	10 miles
Clintonville Municipal Airport	23 miles
Austin Straubel International	49 miles
Outagamie County Airport	50 miles
Waupaca Municipal Airport	58 miles
Central Wisconsin Airport	66 miles
General Mitchell International	170 miles

Source: Wisconsin State Airport System Plan 2020, WisDOT, August 1999.

Bicycle and Pedestrian Accommodations

Walking is emerging as an important exercise as well as mode of transportation. The Wisconsin Pedestrian Policy Plan 2020 outlines statewide and local measures to increase walking throughout the state as well as promote pedestrian safety and comfort. Pedestrians, by definition, are anyone who travels by foot. In addition, this definition has been extended to disabled persons who require the assistance of a mobility device. Pedestrian traffic can be difficult along highways where sidewalks are not present, safety measures are absent, or traffic volume is heavy.

WisDOT has made several recommendations for bicycle traffic (for Menominee County/Reservation) in the Wisconsin State Bicycle Transportation Plan 2020. As part of this plan, the Wisconsin State Bike Map is published and distributed through the Bicycle Federation of Wisconsin with information provided by WisDOT. Downloadable bike maps for each of Wisconsin's 72 counties are available on WisDOT's website. Each county map highlights the most favorable bicycling conditions while presenting the full continuum of roads. According to the Wisconsin State Bike Map, the best conditions for bicycling in Menominee County/Reservation are CTH VV, from the Shawano County line east to Keshena; CTH M, from Neopit east to Oconto County; CTH AA, north from South Branch to Oconto County; and STH 55 from CTH M north to Langlade County. Moderate conditions for bicycling include STH 47 from Neopit west to the Langlade County line; and STH 55 from Spirit Rock Road north to the northern intersection with CTH M. Undesirable conditions for bicycling are found on STH 55/47 from the Shawano County line, through Keshena; STH 47 from Keshena northwest to Neopit;

STH 55 from Keshena north to Spirit Rock Road; and CTH VV from Keshena east to Moshawquett Road. (**Appendix C-1**)

Sidewalks

There are a total of 12.02 miles of sidewalks located in Keshena, Middle Village, Neopit and at the College of Menominee Nation. **Table 6-4.** depicts the municipality or entity of the locations of the sidewalks and their total mileage. Maintenance of Keshena, Neopit and the Middle Village sidewalks are the responsibility of the MITW Community Development Department and the College of Menominee Nation is responsible for the sidewalk maintenance within the campus. Sidewalk locations can be found in **Exhibit 6-4.**

Table 6-4. MITW Total Miles of Sidewalks by Municipality/Entity	
Municipality/Entity	Total Mileage
Keshena	4.81
Middle Village	3.90
Neopit	2.48
College of Menominee Nation	0.83
Total	12.02

Recreational Trails

The MITW has a total of 2.57 total miles of trails within the reservation.

- College of Menominee Nation has a nature walk trail, dedicated in December 2004, behind their campus to provide a variety of physical activity options for students and staff to enjoy.
- Pow Wow Ground Trail
- South Branch Community Center Walking Trail
- Wolf River Dells Trail

The non-motorized transportation routes are illustrated in **Exhibit 6-4.**

Public Transit Services

Menominee transit service plays a vital role in the overall transportation system and in the lives of every tribal citizen; especially the elderly, youth, children at risk, low-income and auto less residents. The goal of the Menominee transit service is to provide transportation to allow people to travel to work on and near the reservation, to non-emergency medical and health needs and to travel to educational opportunities.



The MITW Department of Transit Services (DTS) has been managing the transit needs of the community since 1982. In 1982 the MITW received a Federal Highway Administration (FHWA) operating grant to implement a transit program. Transit service started as a community effort through the Reservation Community Action Program, the Tribal Government, and the County Government. The initial goal was to provide a dial-a-ride service throughout the reservation with two trips a week to Shawano for shopping. The service grew to 11 round trips to Shawano daily, a basic dial-a-ride service, two demand response routes and a reservation wide demand response system. The demand response routes divided the reservation into operating districts or service sectors based on travel patterns and dwellings. Tribal members can flag for stops anywhere along the route, but most members schedule a pick-up. The demand response routes provide service between Keshena, Neopit, Middle Village, Zoar, Shawano, South Branch, Highway VV, Wausau, Green Bay, Appleton, Milwaukee and Madison. Demand response to other locations is available when there is a free driver and vehicle. All routes or trips are scheduled on a first come first serve basis. Additional bus service is offered to the Menominee Casino in Keshena. The operational transit service sectors are depicted in **Exhibit 6-5**.

MITW DTS continues to enhance their coordination among MITW agencies to provide a better overall service to their users. MITW Transit currently has two bike racks on their buses and nine more ordered and on the way to allow users access to the entire reservation on bike.